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ABSTRACT

Based on the recommendation of the Partridge Report that Graylands Teachers College, Western Australia, be phased out, an inquiry concerning the future of the college was undertaken. Graylands was the second teachers college in Western Australia when it was established in 1955. The following areas are addressed: background of the college, the immediate problem, the rights and interests of staff, and the mechanics of phasing out Graylands. It is recommended that Graylands Teachers College and use of the college site be phased out by the end of 1979 and that Churchlands and Mount Lawley Teachers Colleges absorb as many as possible of the Graylands resources (other than buildings), staff, and students, and that Claremont Teachers College absorb any Graylands resources, staff, and student numbers that cannot be otherwise accommodated. Additional recommendations are offered, and statistical data are appended. (SW)

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REPORT ON THE FUTURE OF GRAYLANDS TEACHERS COLLEGE

WESTERN AUSTRALIAN POST SECONDARY EDUCATION COMMISSION

HE 013 254

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INTRODUCTION

1. Graylands Teachers College was established in 1955 to provide courses in primary teacher education. The question of the College's future is before the Commission since the Partridge Report on post-secondary education in Western Australia recommended that the College should be phased out, the timing to be determined by the WA College of Advanced Education (a proposed multi-campus institution consisting of the constituent colleges of the WA Teacher Education Authority) in collaboration with the WA Post Secondary Education Commission.

PROCEDURES

2. The Commission established a sub-committee to make initial enquiries into this matter and the sub-committee visited the College in March, 1977. The visit entailed a tour of the College and informal discussions with a number of senior members of staff. The sub-committee then circulated a statement of issues and invited submissions from interested parties. Members of the public were invited, by way of press advertisement, to write to the Commission for the statement of issues and to make submissions to the Commission. A number of submissions was received and these were considered along with some submissions which had previously been referred to the Commission. In addition, discussions were held with representatives of a number of organisations. The names of organisations and individuals who made submissions, and of deputations that were interviewed, are listed in Appendix 1.

3. The sub-committee reported to the Commission in August and the Commission itself now has adopted this final Report on The Future of Graylands Teachers College.

BACKGROUND

4. Graylands Teachers College was established in 1955 when pressure of student numbers at Claremont Teachers College warranted the provision of a second teachers college in Western Australia. Since then three

additional teachers colleges have been established - the Secondary Teachers College in 1967, Mount Lawley Teachers College in 1970 and Churchlands Teachers College in 1972. In 1973 the five teachers colleges were transferred from the control of the State Education Department and became constituent colleges of the W.A. Teacher Education Authority.

5. Most of the buildings that Graylands Teachers College occupies are "temporary" substandard corrugated iron and asbestos structures which were used as an Army barracks during World War II. The present site is about 3 hectares and is only about 2.2 km from Claremont Teachers College.

6. When the College was established in 1955 it was envisaged that it would function on the Graylands site "for no more than five years". Plans to relocate the College have been discussed on a number of occasions and, in fact, the Commission on Advanced Education in its Fourth Report supported "the proposal to transfer progressively the courses conducted at the College to the multi-vocational college planned for the Cockburn area and to close down the Graylands campus." The Commission on Advanced Education recommended that funds be provided for the commencement of the new college but budget restrictions imposed by the Commonwealth Government required the project to be deferred. The Partridge Committee suggested that advantage be taken of this deferment to review the proposal and voiced the opinion that the future of Graylands and the establishment of a new college at Coogee should be treated as two separate and distinct problems.

7. Some statistical information relating to the College is contained in Appendix 2. Table 1 shows the number of students enrolled at the College for each of the years 1969 and 1973 to 1977. Table 2 shows details of course enrolments in 1977. Table 3 shows details of commencing students in 1977. Table 4 shows details of staff employed by the College in 1977.

THE IMMEDIATE PROBLEM

8. While some might claim that a decision on a particular institution such as Graylands might better be left until the Commission has had an opportunity to complete its review of the development of teacher

Footnote 1. Fourth Report of the Commission on Advanced Education, p.130.

education over the next decade and of the proposal for the formation of a WA College of Advanced Education, the uncertainty following the Partridge Committee recommendation warrants a decision on the College as soon as possible. In addition there is no doubt in the Commission's mind that the College's present accommodation is substandard and unsatisfactory and should be phased out as soon as possible.

9. Preliminary estimates of the supply of, and demand for, primary teachers in Western Australia point to the possible development of surpluses over the next five years. The Commission is undertaking a detailed review of teacher supply and demand and will recommend on the number of places to be made available by each of the institutions concerned. In view of the possible surplus in the number of primary teachers available for employment the Commission may recommend some reduction in intakes into pre-service courses for primary teachers. While any reduction in intakes will not necessarily be confined only to the constituent colleges of the WA Teacher Education Authority, the phasing out of use of the Graylands site could constitute one way of reducing intakes.

10. The Commission is also conscious of the fact that, quite apart from the estimated oversupply of primary teachers in the near future, there is some evidence of overcapacity in relation to teacher education and consequent under-utilisation of resources, particularly buildings, in a number of the primary teachers colleges.

11. While not wishing to question the quality of the educational programme offered by Graylands, the Commission believes that there are sound educational reasons for concentrating teacher education programmes in a smaller number of larger colleges. In particular, larger institutions are able to appoint a wider range of specialists who can make a significant contribution to the quality of an educational programme. It is interesting to note that the Graylands and Claremont Teachers Colleges have recently proposed the introduction of a joint Bachelor of Education programme which will involve a pooling of the resources of the two colleges.

12. The Graylands College Board has informed the Commission that it agrees to the closing of the physical entity of Graylands Teachers College on its present site, but not before such time as the institution it represents can be transferred to new premises on a site in a recognised growth area such as that included in the South-West Corridor from Fremantle to Rockingham including the Cockburn Area.

13. The Partridge Committee reached the conclusion that projections of the numbers of internal undergraduate students in Western Australian universities and colleges of advanced education until 1990 provide no support for the establishment of a new tertiary institution in Western Australia during the next decade.[2] In addition, the Commission acknowledges that, in terms of the recently announced guidelines, no new universities or colleges of advanced education are to be established within the 1978-80 triennium. While the proposal to relocate Graylands does not, in a sense, involve the establishment of a new institution, the Commission recognises that it is extremely unlikely that capital funds will be available in the foreseeable future for the construction of new institutions or the relocation on new sites of existing institutions in the university and advanced education sectors. In addition the Commission has not yet completed its examination of the relative claims of all of the various regions in Western Australia for the provision of post-secondary education facilities and has not, therefore, determined the most appropriate location for the next institution to be constructed. Norindeed has the Commission determined priorities in terms of types of institutions which may be required in Western Australia in the future. The Commission is also conscious of the Partridge Committee's view that "if it were thought to be desirable to establish an institution of the community college type, or of the polytechnic type, we would have serious doubts as to whether such an institution can best be developed on the basis of what is in the first instance predominantly a school of teacher education."[3]

14. The Commission endorses the view of the Partridge Committee regarding the lack of need for new universities or colleges of advanced education in Western Australia and is conscious of the fact that there is some under-utilisation of resources, particularly buildings, in a number of the primary teachers colleges. Accordingly, the Commission sees no need to relocate Graylands either in its present form or in some other form in the South-West Corridor or in any other area. The Commission is, however, aware of plans to develop technical college facilities in the South-West Corridor. While there appears to be no immediate need for advanced education or university facilities in the area, the Commission is of the view that the proposed technical college facilities should be seen as a possible first stage of a multi-level institution which may be

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Footnote 2: Report of the Committee of Inquiry into Post-Secondary Education in Western Australia, p.138.

Footnote 3: Ibid. p.147.

developed at some later stage. Accordingly, the Commission is of the opinion that the proposed technical college facilities should be located close to a major residential and community centre within the corridor and on a site which is sufficiently large to allow for the possible future development of a multi-level institution.

15. Given the unsatisfactory nature of Graylands present accommodation and the fact that there are no prospects of relocation in the foreseeable future, the Commission is drawn to the conclusion that the College should be phased out and its resources, staff and student intake distributed across other institutions in a way that will not entail the development of any major capital works. In view of the nature of Graylands Teachers College the Commission believes that it would be inappropriate to consider relocating its staff or students at either of the two Universities or at the WA Institute of Technology. The various primary teachers colleges in Western Australia have similar traditions and perform similar functions, and it would seem to be appropriate for the Graylands staff and student intake to be relocated at either one or more of the other primary teachers colleges. This should be possible because there is some under-utilisation of facilities, particularly buildings, at Churchlands, Claremont and Mount Lawley Teachers Colleges.

16. In its submission to the Commission the Graylands College Board suggested that, as an alternative to being relocated in the near future, the College might amalgamate with Claremont Teachers College, with which it has close ties, and that at a later date the amalgamated institution might form the nucleus for an institution of the community college type in the South-West Corridor. The Commission understands that senior staff at Claremont Teachers College support the notion of amalgamation with Graylands but do not see this as leading to eventual relocation.

17. While Graylands and Claremont have close ties in terms of courses and administrative operations and are located in close proximity, the Commission does not favour an amalgamation of the two colleges. Given the nature of the estimates of the supply of, and demand for, primary teachers in Western Australia it may well be that at some stage in the next few years the Commission will have to give some consideration to the future of Claremont Teachers College. Indeed, the Partridge Committee raised a number of questions regarding the future of the

College. Claremont Teachers College, like Graylands, occupies a relatively small site, expansion of which, if feasible, would be very costly, and would seem to have few prospects of growth in areas other than teacher education.

18. The Commission is drawn to the conclusion that the Graylands resources, staff and student numbers should be absorbed by Churchlands and Mount Lawley Teachers Colleges. Both Churchlands and Mount Lawley could accommodate additional staff and students within existing facilities. Both colleges are new institutions located on sites which appear to permit significant expansion in student numbers and they are at present substantially larger in terms of student numbers than either Graylands or Claremont. Details of student numbers at the four colleges are contained in Table 5 in Appendix 2. In addition, Churchlands and Mount Lawley are well located to serve growing areas to the north of the City of Perth. While there is some under-utilisation of facilities at both Churchlands and Mount Lawley, these colleges may not be able to absorb all of the Graylands resources, staff and student numbers. The Commission believes that the need to avoid major capital works should be a prime consideration in this absorption and re-location exercise and accordingly recommends that Churchlands and Mount Lawley Teachers Colleges absorb as many as possible of the Graylands resources (other than buildings), staff and student numbers and that Claremont Teachers College absorb any of the Graylands resources, staff and student numbers that cannot be accommodated at Churchlands or Mount Lawley Colleges.

19. Given the Commission's earlier recommendation that the Teachers' Centre for Continuing Education be phased out, special consideration should be given in the relocation exercise to the needs of the external studies programme at Mount Lawley Teachers College.

THE RIGHTS AND INTERESTS OF STAFF

20. The Commission has been informed that because of the controversy which has for a long time surrounded the future of Graylands the staff sought, and obtained, from the then Director of Teacher Education (and later first Chief Executive Officer of the WA Teacher Education Authority) and the Director-General of Education, assurances that the College would be rebuilt. Accepting these statements, many staff elected to remain with the College and by such action effected their resignations from the Education Department. The Commission has also

been informed that there is a long history of Ministerial assurances concerning the rebuilding of Graylands.

21. With this background in mind, any decision regarding the future of Graylands must take into account the need to safeguard the rights and interests of the Graylands staff and of the staff of other institutions which might be affected. In this regard it is particularly important that the rights of staff insofar as they relate to salary, superannuation, eligibility for promotion and leave entitlements be protected. A number of the senior staff at Graylands will be retiring over the next few years and these retirements will help to some extent to reduce the problems associated with the closure of the College.

22. The Graylands Teachers College Branch of the Academic Staff Association of the Western Australian Teachers Colleges holds the view that if any redistribution of Graylands staff is to occur, the WA Teacher Education Authority should be involved. The Commission concurs with this view and believes that detailed discussions involving the future of the Graylands staff should be conducted under the auspices of the WA Teacher Education Authority and should involve the various college boards and the various academic and non-academic staff associations concerned.

23. The Commission understands that in 1976 the WA Teacher Education Authority asked the various colleges to refrain where possible from making permanent appointments to vacant positions in order to provide some opportunities for possible redeployment of Graylands staff. One question which still needs to be answered, however, is whether the Council of the WA Teacher Education Authority has the authority, under its Act, to transfer members of staff, many of whom have contracts with individual colleges, from one college to another. The Commission is looking into this matter and wishes to draw the Minister's attention to the fact that it may be necessary to introduce new legislation which will allow the WA Teacher Education Authority to transfer members of staff from one college to another. In any case the Commission urges the college boards concerned to look sympathetically at the possibility of employing Graylands staff.

THE MECHANICS OF PHASING OUT GRAYLANDS

24. The Commission is of the view that the detailed planning involved in this operation should be undertaken by those most closely involved and accordingly recommends that the Council of the WA Teacher Education Authority, in conjunction with the various college boards and academic and non-academic staff associations concerned, prepare detailed proposals for approval by the Commission.

25. It is envisaged that the first step in planning the phasing out of Graylands will involve a notional redistribution of student numbers. Students presently at Graylands, with the exception of those enrolled for the Graduate Diploma in Physical Education, should be allowed to complete their courses there, provided that they complete by the end of 1979. No new pre-service, conversion course or Graduate Diploma in Physical Education students should, however, be admitted to courses on the Graylands site. What would have been the Graylands first year intake, as determined for 1978 in the light of the overall demand for teachers, and the College's conversion course intake, should be distributed between the other three primary colleges in proportions to be determined bearing in mind the desirability of locating as many students as possible at the Churchlands and Mount Lawley Colleges and the need to avoid major capital works. The College's Graduate Diploma in Physical Education should be transferred to either Churchlands or Mount Lawley.

26. The second step in planning the phasing out of Graylands will involve the relocation of the Graylands staff at the other colleges where they can be accommodated without the need for additional major capital works. It is recommended that the other primary colleges accept Graylands staff in proportion to the distribution of the Graylands student intake. Graylands staff will have to be relocated in stages bearing in mind the need to maintain at Graylands a sound educational programme for second and third year pre-service students in 1978 and for third year pre-service students in 1979. It is recommended that Graylands continue to operate as a separate institution until the end of 1979 and that the Principal and as many of the staff as are necessary to provide a sound educational programme for continuing students remain on the Graylands campus until then. While the provision of a sound educational programme may involve some degree of overstaffing at Graylands, it may also require some Graylands students to take elective or specialist courses at other colleges and may involve staff from other colleges giving courses at Graylands. It

is further recommended that the WA Teacher Education Authority, in conjunction with the various college boards and academic and non-academic staff associations concerned, bring forward proposals detailing the various stages of relocation of Graylands staff so that the staff concerned will know when they will move, and to which college.

27. The phasing out of Graylands, the earlier reductions in pre-service intakes and the economies of scale associated with larger institutions, will result in the remaining colleges being overstaffed in some areas. It is recommended that staff establishments, based on the number of staff required to teach a given number of students, be calculated for Churchlands, Claremont and Mount Lawley, and that the colleges be required over time to reduce their staff numbers towards these levels. In this regard it is proposed that the determination of establishments for the various colleges concerned will be co-ordinated by the WA Post Secondary Education Commission.

28. It may be that some of the members of staff who will be affected by the closure of Graylands may prefer to retire early or terminate their contracts and seek employment elsewhere. The Commission intends to give consideration to establishing procedures to facilitate early retirements or voluntary terminations of contracts and to determine appropriate levels of compensation in particular cases.

29. On the surface it would appear that since overall student numbers in the primary teachers colleges will remain roughly the same, the closure of Graylands will not create major funding difficulties for the remaining colleges of advanced education in Western Australia. As mentioned in paragraph 26, the provision of a sound educational programme at Graylands may involve some degree of overstaffing and this may create demands for extra funds in the short term. Such demands are likely to be limited though and will disappear at the end of 1979.

30. As mentioned in paragraph 27, the phasing out of Graylands, the earlier reductions in pre-service intakes and the economies of scale associated with larger institutions will result in the other primary colleges being more favourably staffed in the short term than they would otherwise have been. The Commission believes it would be inappropriate for the Colleges to use this favourable staffing situation to lower student/staff ratios in the teacher education area

in the short term. While not wishing to suggest any specific course of action, the Commission would be prepared to consult with the Colleges regarding ways of utilising the skills of some staff in areas other than teaching duties.

31. It is envisaged that the bulk of the movable physical resources (e.g. books, scientific equipment, furniture) presently located at Graylands will be transferred to Churchlands and Mount Lawley, but again the Commission believes that it should be left to the WA Teacher Education Authority, in conjunction with the various college boards and the academic and non-academic staff associations concerned, to come forward with firm proposals.

32. The Commission believes that once the decision is made to phase out Graylands, the College should be phased out as soon as possible in the interests of staff and student morale. Accordingly the Commission recommends that Graylands Teachers College and use of the College site be phased out by the end of 1979 and that the Graylands Teachers College Board be abolished by the end of 1979 or as soon as practicable thereafter, bearing in mind that there may be some residual functions (such as the finalisation of academic results) that may require the Board to remain in existence for part of 1980. The Commission wishes to point out that the disposal of the present Graylands site might provide funds which could be applied either towards the purchase of an appropriate post-secondary education site in some other area or towards the expansion of existing sites.

SUMMARY

33. The Commission recommends to the Minister -

(a) that Graylands Teachers College and use of the College site be phased out by the end of 1979;

(b) that Graylands Teachers College Board be abolished by the end of 1979 or as soon as practicable thereafter;

(c) that Churchlands and Mount Lawley Teachers Colleges absorb as many as possible of the Graylands resources (other than buildings), staff and student numbers and that Claremont Teachers College absorb any Graylands resources, staff and student numbers that cannot be accommodated at Churchlands or Mount Lawley;

(d) that the need to avoid major capital works be a prime consideration in this absorption and relocation exercise;

(e) that all possible steps be taken to ensure that the rights and interests of the Graylands staff and the staff of other institutions which might be affected are protected;

(f) that the WA Teacher Education Authority in conjunction with the various college boards and academic and non-academic staff associations concerned prepare detailed proposals for the proposed absorption and relocation and submit the proposals to the WA Post-Secondary Education Commission for approval;

(g) that planning allow for students enrolled at Graylands, with the exception of those enrolled for the Graduate Diploma in Physical Education, to complete their courses there provided they complete by the end of 1979;

(h) that no new pre-service, conversion course or Graduate Diploma in Physical Education students be admitted to courses on the Graylands site;

(i) that what would have been the Graylands first year intake, as determined for 1978 in the light of the overall demand for teachers, and the College's conversion course intake be distributed between the other three primary colleges in proportions to be determined, bearing in mind the desirability of locating as many students as possible at the Churchlands and Mount Lawley Colleges and the need to avoid major capital works.

(j) that the Graylands Graduate Diploma in Physical Education be transferred to either Churchlands or Mount Lawley;

(k) that the other primary colleges accept Graylands staff in proportion to the distribution of the Graylands student intake;

(l) that Graylands continue to operate as a separate institution until the end of 1979 and that the Principal and as many of the staff as are necessary to provide a sound educational programme for continuing students remain on the Graylands campus until then;

(m) that the WA Teacher Education Authority, in conjunction with the various college boards and academic and non-academic staff associations concerned, bring forward proposals detailing the various stages of relocation of Graylands staff so that the staff concerned will know when they will move, and to which college;

(n) that staff establishments, based on the number of staff required to teach a given number of students be calculated for Churchlands, Claremont and Mount Lawley, and that the colleges be required over time to reduce their staff numbers to these levels,

34. The Commission informs the Minister -

(a) that it is undertaking a detailed review of teacher supply and demand and will recommend on the number of places to be made available by each of the institutions concerned;

(b) that if it is considered necessary to reduce intakes into pre-service courses for primary teachers, the Commission will, amongst other things, consider allocating less than the full Graylands new student intake to the various other primary colleges concerned;

(c) that it is examining the legal implications involved in transferring staff from one college to another and wishes to draw the Minister's attention to the fact that it may be necessary to introduce new legislation which will allow the WA Teacher Education Authority to transfer members of staff from one college to another;

(d) that it intends to review the role of Claremont Teachers College at some stage in the future; and

(e) that the disposal of the present Graylands site might provide funds which could be applied either towards the purchase of an appropriate post-secondary education site in some other area or towards the expansion of existing sites.

9 August 1977.

APPENDIX 1

SUBMISSIONS AND INTERVIEWS

Organisations and individuals who made submissions:

1. Academic Staff Association of the Western Australian Teachers Colleges (Inc.).
2. Academic Staff Association of the Western Australian Teachers Colleges (Inc.), Graylands Branch.
3. Professor A. Beacham, Acting Vice-Chancellor, Murdoch University.
4. Bunbury Regional Promotion Committee.
5. Churchlands Teachers College.
6. Mr. D.J. Conway.
7. Graylands Teachers College.
8. Graylands Teachers College Student Council.
9. Group of first year students, Graylands Teachers College.
10. Group of Principals of Junior Primary Schools.
11. Mr. M.G. Kailis.
12. Mr. T.K. Lloyd.
13. Mount Lawley Teachers College.
14. Mr. L. Murray.
15. Mr. L. Pond.
16. Mr. J.R. Prestage.
17. Shire of Kwinana.
18. Shire of Mandurah.
19. Shire of Murray.
20. Shire of Rockingham.
21. State School Teachers Union of Western Australia (Inc.).
22. Town of Cockburn.
23. Western Australian Secondary Teachers College.
24. Western Australian Teacher Education Authority.

Groups interviewed:

Interviews were held with representatives of the following:

Graylands Teachers College

Graylands Teachers College academic and non-academic staff

Western Australian Teacher Education Authority.

APPENDIX 2

STATISTICAL INFORMATION

TABLE 1

STUDENTS ENROLLED AT GRAYLANDS TEACHERS COLLEGE -
1969 AND 1973-1977

	Full-Time			Part-Time			Total		
	Males	Females	Persons	Males	Females	Persons	Males	Females	Persons
1969	104	375	479				104	375	479
1973	108	353	461				108	353	461
1974	125	361	486	2	2	4	127	363	490
1975	155	331	486	1	4	5*	156	335	491
1976	162	329	491	9	61	70	171	390	561
1977	156	318	474	32	100	132	188	418	606

SOURCE: Education Department of W.A. Annual Report for 1969.

Commission on Advanced Education Annual Statistical Returns for 1973-1977, as at 30 April each year.

NOTE * Includes 2 external students.

TABLE 2

GRAYLANDS TEACHERS COLLEGE COURSE ENROLMENTS - 30 APRIL, 1977

Course	Full-Time Students	Part-Time Students	Total Students
Diploma of Teaching	461	5	466
Diploma of Teaching (Conversion)	13	106	119
Graduate Diploma in Physical Education		21	21
Total	474	132	606

Source: Commission on Advanced Education Annual Statistical Returns for 1977

TABLE 3

GRAYLANDS TEACHERS COLLEGE COMMENCING STUDENTS - 30 APRIL, 1977

Course	Full-Time Students	Part-Time Students	Total Students
Diploma of Teaching	149	5	154
Diploma of Teaching (Conversion)	13	66	79
Graduate Diploma in Physical Education		21	21
Total	162	92	254

Source: Commission on Advanced Education Annual Statistical Returns for 1977

TABLE 4

FULL TIME STAFF EMPLOYED BY GRAYLANDS

TEACHERS COLLEGE - 30 APRIL, 1977

Position	Number of Staff
Principal	1
Vice-Principal	1
Deputy Vice Principal	1
Assistant Vice-Principal	2
Academic Registrar (Senior Lecturer)	1
Lecturer (Administration)	1
Teaching Staff - Senior Lecturer	8
- Lecturer	28
- Other	6
Library Services - Professional	3
- Other	4
Academic Services	3
Other Staff (Administrative, Clerical, Typists, Cleaning, Grounds, etc.)	19
Total Staff	78

Source: Commission on Advanced Education
Annual Statistical Returns for 1977

TABLE 5

STUDENTS ENROLLED IN APPROVED COURSES IN PRIMARY TEACHERS COLLEGES IN W.A. - 30 APRIL, 1977

College	Full-Time	Part-Time	External	Total
Churchlands	1107	703		1810
Claremont	607	285		892
Graylands	474	132		606
Mount Lawley	849	221	477	1547

Source: Commission on Advanced Education
Annual Statistical Returns for 1977